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ABSTRACT

The Utah Commission on Educational Excellence was created by the Utah State Board of Education to recommend improvements in the quality of education and the efficiency of schools. This report begins by summarizing the commission's 27 final recommendations for significant change in the Utah education system. These recommendations look to a system where administrators are more concerned with instructional support than with administrative details, where teachers are participants in the decision-making process and are provided incentives for personal growth, where students are held to strict academic requirements in basic study areas, and where parents contribute to the education process. Detailed reports are presented by subcommittees on (1) recruiting, retaining, and rewarding superior teachers; (2) restructuring the school curriculum; and (3) using time for instruction. Two appendixes are presented: an essay by Curtis Van Alfen on "Bringing about Change in the Public Schools" and a list of the 25 recommendations adopted by the Utah State Board of Education. (TE)

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REPORT OF THE UTAH COMMISSION ON EDUCATIONAL EXCELLENCE

PRESENTED TO THE
UTAH STATE BOARD OF EDUCATION
OCTOBER 7, 1983

EA 016 835

RECOMMENDATIONS OF THE UTAH COMMISSION ON EDUCATIONAL EXCELLENCE

(Adopted October 7, 1983 by the Utah State Board of Education)

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SUMMARY

FINAL REPORT
OF THE
UTAH COMMISSION
ON
EDUCATIONAL EXCELLENCE

Presented to the
UTAH STATE BOARD OF EDUCATION
October 1983

FINAL REPORT

OF THE

UTAH COMMISSION ON EDUCATIONAL EXCELLENCE

The Utah Commission on Educational Excellence was created by the Utah State Board of Education for the purpose of recommending changes that might lead to improvements in the quality of education and the efficiency of education delivery systems.

FROM 'STATIC' TO 'DYNAMIC'

The final recommendations of the Commission look to a significant change in the operating nature of the Utah education system. Those recommendations would move the system from a somewhat static and comfortable operation to a dynamic and interactive system at all levels. They would not change the roles of administrators, teachers, students, and parents as much as they would define those roles and increase the motivation of all participants in the education system.

The recommendations look to an education system where administrators are more concerned with instructional support than administrative details; where teachers are participants in the decision-making process and are provided incentives for personal growth; where students are held to strict academic requirements in basic study areas; and where parents are drawn into the education process for at least minimal contributions.

THE RECOMMENDATIONS

The Commission found an education system locked into a network of operating procedures by a multitude of traditions, decisions, practices, and attitudes which have evolved slowly over the years.

The following recommendations seek to dislodge or alter some of those procedures in the interest of improving the overall education system:

(1) Create an incentive program for teachers which will attract and hold superior teachers. This involves not only better monetary rewards but increased mobility in terms of expectations, responsibility, and compensation.

(2) Establish procedures which will involve teachers more directly and more aggressively in school governance, in the improvement of their professions, and in community affairs.

(3) Implement a three-step opportunity ladder for teachers to include "Apprentice Teacher," "Professional Teacher," and "Teacher Leader," with appriate responsibilities and rewards at each level.

(4) Form a stronger and more interactive working relationship between school districts and colleges of education so that the teacher training process is a combined responsibility of both organizations.

(5) Develop a teacher evaluation process in which districts consider at least four input sources: the peer group, the principal, the students, and other performance criteria.

(6) Revise the Utah Normal Scholarship Program by strengthening requirements in order to raise the academic level of scholarship recipients.

(7) Add to the Utah Normal Scholarship Program components which will encourage non-teaching professionals to transfer into the teaching profession, and (b) encourage qualified students to seek teaching careers in the fields of science and mathematics.

(8) Enact a statute which defines "in loco parentis" rights and duties, and which strengthens the capability of the Professional Practices Commission to deal with school discipline problems.

(9) Institute a system of tax credits (as opposed to tax deductions) for the purpose of encouraging business and industry to increase contributions to education.

(10) Review teacher certification requirements in the state with the goal of revising those requirements.

(11) Investigate the relationships between higher education and public education for the purpose of improving coordination between those two functions.

(12) Increase the proportion of time spent on academic learning in relation to time spent in class and in school. (This should occur before consideration is given to expanding the school day or the school year.)

(13) Reduce or eliminate excessive interruptions during the school day, such as announcements, administrative detail work, and extracurricular activities.

(14) Set a minimum amount of time during the day and year which must be allocated to core educational subjects:

reading, language arts, mathematics, science, social studies, and related core subjects.

(15) Reduce the number of peripheral courses and requirements in order to concentrate on core curriculum.

(16) Implement strategies disclosed in "effective schools" research to increase academic learning time.

(17) Maximize the use of the existing 180-day school year by more efficiently using that time for academic learning. This would eliminate the need to extend the school year. (However, pilot studies concerning the extension of the school year are encouraged.)

(18) Search for and eliminate unproductive time periods; i.e., before and after holidays, opening and closing of the school year, Fridays, etc. (Friday should be a full instructional day.)

(19) Relieve teachers of administrative duties and clerical tasks through the use of volunteers, computers, and other technologies.

(20) Examine the quality and quantity of homework within the criterion of its value as a crucial part of the overall learning experience.

(21) Require the use of the Student Educational Plan (SEP) with full participation of students, parents, and teachers. Include in the SEP the amount of time devoted to extracurricular activities.

(22) Set strict academic standards which students must meet before participating in extracurricular activities.

(23) Encourage schools and school districts to schedule extracurricular activities outside school hours.

(24) Encourage schools to establish and enforce minimum acceptable standards of student behavior.

(25) Identify and establish curriculum standards, guidelines, and expected educational outcomes for elementary and secondary schools in the state. Programs for implementing and meeting such standards should remain the responsibility of local school boards.

(26) Provide sufficient alternative study tracks to allow for such varied life goals as college education, high technology specialization, advanced vocational training, general education, job entry after high school, and sheltered workshops.

(27) Include in education curricula additional emphasis on so-called "higher level thinking skills." Opportunities for developing such skills are especially applicable to social studies, humanities, and the arts.

STRUCTURE OF THE COMMISSION

The Utah Commission on Educational Excellence organized itself into three subcommittees to achieve its assigned task. Those subcommittees were:

Committee on Recruiting, Retaining, and Rewarding Good Teachers

Committee on How Time in School Can Be Better Utilized for Purposes of Instruction

Committee on Restructuring the School Curriculum

The subcommittees worked independently within a common framework to prepare reports and recommendations. The common framework included a Statement of Issue or Question, a Summary of Relevant Research, General Conclusions and Recommendations, and Implementation.

Committee reports were presented to the Commission membership for discussion and revision.

The revised and amended committee reports, as approved by the Commission, form the substance of this final report.

COMMITTEE MEMBERSHIP

Members of the Commission were appointed by the Utah State Board of Education. Names of members are included at the front of this report.

UTAH COMMISSION ON
EDUCATIONAL EXCELLENCE

October 7, 1983

Report of the
Subcommittee on

RECRUITING, RETTAINING, AND REWARDING GOOD TEACHERS

Utah Commission on
Educational Excellence

RECRUITING, RETAINING, AND REWARDING GOOD TEACHERS

We pay tribute to the many excellent, dedicated teachers who perform so well in the classrooms of Utah. At the same time, recruitment of the most able young people into the teaching profession, particularly in areas of shortage, is extremely difficult.

Concerned state and national commissions and task forces currently emphasize that education is the one enterprise that is crucial to everything we attempt to do as a nation, that our nation is at risk, and that improving the attractiveness of teaching to entice more of the most capable, dedicated people into the classroom is a crucial imperative.

We believe we must create within our society an understanding that the task for educating our young must be made attractive enough to recruit the most able of our citizenry into the teaching profession, or education will not only continue to deteriorate, but will fail entirely. To attract more of the most able people to education, we must create in society a determination that superior education is the number one state and national priority.

There are three immediate concerns in the retention and recruitment of good teachers:

(1) Incentives sufficient to attract and retain superior people with teaching potential who are competent in subject matter, including those with highly marketable skills;

(2) Involvement of teachers in a responsible way in building their profession, in school governance, and in community and civic affairs; and

(3) Establishment of order and discipline as essential to learning with widespread parental, public, and societal support for those charged with maintaining order and discipline.

Incentives

Quality teachers, particularly those trained in new, highly competitive fields, possess skills which are much sought after by competing employers in both public and private sectors of the economy. Salaries for teachers must be sufficient to compete in the marketplace, not only at entry levels for recruitment purposes, but in later years to avoid "raiding" of competent staff.

Education has attempted, for the past several years, to function under a "lock-step" single salary system based mainly

upon seniority and university training. Such systems ignore marketplace issues of supply and demand, and treat all teachers the same regardless of job demands and performance. This results in an inability to recruit, or keep teachers with highly marketable skills, and depresses morale and job performance as teachers consider the unfairness of a compensation system that ignores competence and effort which extends beyond minimal levels.

More flexible contracting procedures, both as to length of the workday and length of the work year (such as allowing half-day employees' contracts which run for a quarter, semester, a school year, or a calendar year), would provide teachers many more career options and allow recruitment of a broader range of potential teachers through shared arrangements with private business, with colleges and universities, or through part-time contracts for talented young mothers and others who cannot work full-time throughout the year.

Career Mobility

Teaching is often seen as a dead-end career with progress coming only to those willing to leave teaching for administrative positions in education. This communicates clearly, if inaccurately, that teaching is the least important position in education.

Options must be provided for more career opportunities in classroom teaching to increase job satisfaction, maintain motivation, and make better use of the skills of teachers. Career options could include such things as apprentice, standard, and master teacher levels with different levels of expectations, responsibility, and compensation. Criteria such as training, experience, performance, student achievement, peer review, and willingness to accept greater responsibility in return for greater rewards would determine career placement. Career placement would not be in one direction only, but would allow for both the extension or reduction of time as well as recognition of excellence of teaching and added responsibility in salary consideration. This should expand opportunities and healthy competition.

While teachers may be spoken of as professionals, some perceive that they are treated otherwise. It is of critical importance in recruiting and retaining superior teachers that they receive the status, compensation, and governance opportunities that should accompany a professional calling.

In accomplishing this goal, it is important that teachers be given greater opportunity to participate in critical education decisions. These include the design and selection of curriculum, establishing polices and procedures affecting their individual classrooms, recruiting and making judgments about those who enter their profession, and developing evaluation procedures related to career advancement opportunities in teaching.

School-wide and district-wide policies which bind all teachers in order to control the inappropriate actions of a few should be abolished. Appropriate procedures should be developed to remediate or remove teachers who do not perform in accordance with reasonable professional standards. Principals should have major responsibility for this function.

Teachers should have considerable input into a fair and balanced evaluation and review system. Any such system should include provisions for inservice teams staffed by excellent teachers to assist administrators in working with those needing remedial assistance.

Parental and Public Support

Structured education takes place primarily in schools. Schools should focus on what they can do best. The primary purposes of schools are to teach literacy (skills of reading, writing, figuring), history and legacy of the United States and western cultural heritage, critical thinking and skills of learning, and to encourage social and career mobility. In general, these should be the major focus of schooling.

However, education also takes place outside the schools in homes, churches, communities, and other agencies. The school should be alert to the many opportunities to help foster such opportunities for teaching values, honesty, respect for authority, loyalty, nutrition, and discovering and developing artistic and aesthetic potentialities.

Teachers should not be expected to bear the burden of education alone. Students, parents, and members of the community at large must join in sharing the responsibility for quality education. Parents and society must support teachers and administrators in maintaining order and discipline in the schools. Particularly in the case of students with special problems and special needs, the evaluation and resolution of which require time and expertise beyond that reasonably to be expected of teachers. Referral procedures and interagency working agreements must be established which allow problems to be dealt with in a timely and effective manner.

Summary

The quality of public education is constantly questioned. The recruitment of outstanding young people into the teaching profession in sufficient numbers, particularly in areas of shortage, is virtually impossible. Yet public expectations of quality persist and grow.

Influential state and national commissions and task forces emphasize that education is the one enterprise that is crucial to everything we attempt to do as a nation, that our nation is at risk, and that improving the attractiveness of teaching to entice the most capable, dedicated people into the classroom is a crucial imperative.

The Commission of Educational Excellence subscribes to the above statement of guiding principles as a basis for aggressive actions to recruit, retain, and reward superior teachers for excellence of performance.

Subdividing the Task

In preparing the report, members of the Subcommittee on Recruiting, Retaining, and Rewarding Good Teachers subdivided the task into a number of objectives dealing directly with the overall goal of recommending improvements in the existing system of recruiting, retaining, and rewarding good teachers.

These objectives were analyzed in a series of reports prepared under the direction of the committee. The reports were reviewed and approved by the full committee. They covered the following areas of interest:

Teacher Preparation and Teaching Careers
Teacher Evaluation
The Utah Normal Scholarship Program
Professional Practices and Student Discipline
Investment Incentives for Teaching Scholarships
Teacher Certification
The Relationship of Higher Education and Public Education
College and University Admission Standards

The committee's work in each of these areas resluted in formal papers and/or recommendations. The following papers and/or recommendations were approved by the Sub-committee on Recruiting, Retaining, and Rewarding Good Teachers.

THE REFORM OF TEACHER PREPARATION AND TEACHING CAREERS*

Public school students in Utah must be taught by highly able teachers with superior professional preparation. The models of professional development described in this paper are based on the assumptions that a close-working partnership between colleges/schools of education and local school districts must exist in the preparation of teachers and that enhancing career alternatives is a key in maintaining and improving education in Utah.

*(This material was prepared by the State Articulation and Planning for Education Group - SAPE - and modified by the Utah State Office of Education's Commission on Educational Excellence.)

A Proposed Model for Teacher Education

Teacher education by its very nature is a joint responsibility of colleges/schools of education, college or university-wide academic departments, and local school districts. Teacher preparation begins with the first year of college and should continue in a planned, systematic manner through the first two years of teaching service in a local school district. The primary components of teacher preparation at colleges and universities consist of general education and preservice teacher education. Formal contacts typically cease with graduation. In the proposed reform, contact with the graduates would be maintained by college/schools of education in a cooperative venture with the school districts for two years. Each portion of the new program is described in the following paragraphs.

General Education

Teacher education is a university-wide responsibility. Concepts and skills learned in the general education program during prospective teachers' college experience are critical to their intellectual development. Academic departments offering general education courses should be held accountable through appropriate screening and assessment procedures for developing prospective teachers' ability to read, write, listen, speak, compute and think clearly and effectively. Writing should be emphasized in all general education courses as should reflective and analythical thinking. A high level of literacy and thoughtfulness is essential to effective teaching in the public schools.

Preservice Program in Teacher Education

This initial phase of professional teacher education would lead to a provisional teaching certificate (valid for a minimum of two years and a maximum of three years.) The preservice program would have the following characteristics:

1. Heavy emphasis on the interplay between theory and practice.

2. Broad understanding of the historical, philosophical, and social foundations of education.

3. Frequent exposure to actual school settings throughout the program. Students would gain experience in diagnosis, individual turoring, and small group instruction. At the secondary level, agreement would be reached between academic departments and colleges/schools of education on the learning experiences students should have.

4. Supervised student teaching experiences in clinical settings. Cooperating teachers would model principles of effective teaching and give expert mentoring to student teachers by observing and analyzing their teaching behavior and giving them frequent feedback. College supervisors and cooperating teachers would have similar expectations and complementary skills.

5. Selection of cooperating teachers by school districts in consultation with colleges/schools of education and/or academic departments based on specific qualifying standards of proficiency in teaching and mentoring.

6. Provision of feedback on a systematic basis by cooperating teachers to colleges/schools of education and academic departments on observed strengths and weaknesses of student teachers. In turn, colleges/schools of education would use that feedback to refine preparation experiences prior to student teaching.

7. Excellent understanding of important pedagogical and human relations skills and the ability to apply the techniques with a beginning level of proficiency by graduates. Examples of pedagogical skills include:

    a. instructional planning to achieve clearly specified learning objectives;

    b. classroom management skills;

    c. presentation skills;

    d. diagnosis and evaluation skills;

    e. demonstrated knowledge of content area(s);

    f. effective use of class time;

    g. principles of effective teaching such as lesson design, use of motivational, reinforcement, retention and transfer techniques; and

    h. ability to stimulate higher level thinking skills.

Examples of human relations skills include:

    a. openness to feedback and suggestions for improvement;

    b. group process skills;

    c. cooperative attitude toward fellow teachers, administrators and parents; and

d. the ability to work with other adults.

The foregoing are considered to be example skills and understandings that can be expected of all graduates. Colleges/schools of education and cooperating districts should identify additional concepts and skills to be learned during the pre-service phase of training. Each consortium of school districts and colleges/schools of education will develop a means for assessing the skill levels.

8. The system for selecting students entering the pre-service program in teacher education should rigorously attempt to seed out those unlikely to achieve successful teaching careers. Similarly, academic work and especially supervised teaching experience should be watched closely to identify and weed out of the program those who intellectually, emotionally, or otherwise are unsuited for teaching. Special attention should be given to determine that prospective teachers like children of the ages they are preparing to teach.

Apprentice Teaching

Following graduation and receipt of a provisional certificate, additional preparation and supervision would be given to the Apprentice Teacher hired by a school district during the first two or three years of teaching service in that district. The primary responsibility for this phase of teacher development would rest with the school district and would have the following characteristics:

1. Systematic clinical supervision by an in-district Teacher Leader and the Principal. This action will help Apprentice Teachers further develop and refine skills of effective teaching. Apprentice Teachers should be observed and conferenced with at least once a month and at least twice a year by both observers together.

2. Through orientation of the Apprentice Teacher to the curriculum he/she is expected to teach and the assessment tools used by the school and/or district to measure student learning and growth.

3. Systematic assessment of the Apprentice Teacher's teaching skills at the end of each apprentice year by a team of professionals. Team members under the leadership of the Principal might include representatives from the school building administration, district office, teaching staff, colleges/schools of education, or others as appropriate, e.g. teacher leader, and college supervisor. At least two teacher trainers who have observed the teacher frequently shall participate in

the assessment. The teacher will be assessed on all the skills developed under Number 7 in the section on the preservice program. The teacher will demonstrate proficiency in each skill and show evidence of pursuing a program of professional growth. Provisions for an appeal procedure, possibly through the auspices of the Utah Professional Practices Advisor Commission, should be developed.

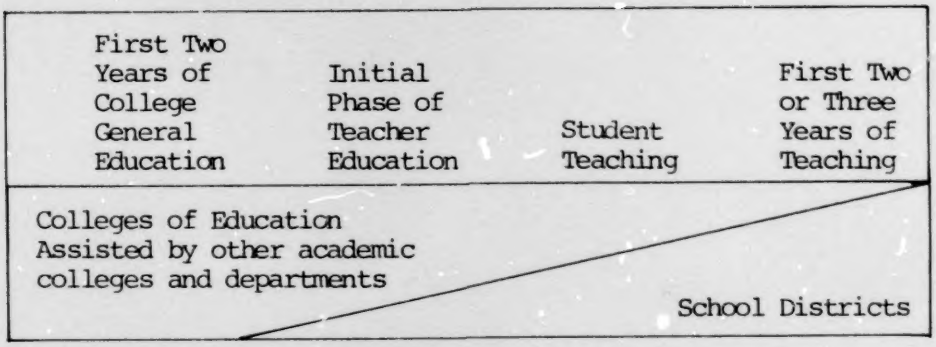
Professional Teaching

Based on an assessment of the Apprentice Teacher's teaching proficiency after the second year by a team of evaluators as described above, a school district would either recommend to the State Office of Education that the Apprentice Teacher be granted a professional certificate or that the teacher work on certain identified deficiencies during the following year. If the latter action were taken, an improvement plan would be developed for the third year to help the Apprentice Teacher achieve proficiency. A second assessment would be made at the end of the third year. If at that point the Apprentice Teacher was not recommended for a permanent certificate, the provisional certificate would lapse and the Apprentice Teacher would have to seek some other kind of employment.

School District and College Cooperation

The specific elements of the preservice preparation program would be developed by colleges/schools of education in cooperation with local school districts primarily served by each college/school of education and within the general guidelines prescribed by the State Board of Education. In the cooperative development of the program, priority would be given to the development of essential concepts and skills listed in the preservice section (Number 7) and on a vocabulary to describe those concepts and skills. The agreement would provide for a smooth transition from the preservice through the student teaching and inservice (first two or three years) phases of the teacher education program. Roles and relationships among supervisors in the college and supervisors in the districts should also be clarified and agreed on with the understanding that college supervisors and school district supervisors are partners in the education of teachers working cooperatively toward the same objectives. To assure this partnership, educational processes such as seminars will be established to prepare college and district supervisors for the collaborative relationships. The simple illustration below portrays the partnership and the relative shifts in degrees of responsibility through the stages of teacher education.

(See chart on next page)


First Two Years of College General Education
Initial Phase of Teacher Education
Student Teaching
First Two or Three Years of Teaching
Colleges of Education Assisted by other academic colleges and departments
School Districts

Proposed Next Steps

It is proposed that a number of consortia be formed in the state to develop plans for implementing the model and the tasks outlined in the previous section. A consortium would consist of a college/school of education and several local school districts that already have close ties and a good working relationship with the college/university. Each consortium would agree on roles and relationships among college/schools of education and district teacher supervisors. Each of the districts in a given consortium would submit to the State Office of Education: (a) its plan for giving advanced training to apprentice teachers, and (b) the means by which the district will determine if and when apprentice teachers have become proficient in those skills. After approval of a district's plan, the State Office of Education would grant professional certificates to apprentice teachers following their second or third year of teaching upon the recommendation of the district.

A PROPOSED MODEL FOR TEACHING CAREERS

In order to properly compensate teachers, it is proposed that school systems must be able to assign professional roles on a differentiated basis. Role modification would create the opportunity to distinguish among the several tasks of "teaching" and assign those tasks and accompanying responsibilities to more than one person. While these role elements have not been clearly identified for Utah, it is believed that the work of the teacher could be subdivided into component parts.

The duties of some teachers in a differentiated staffing model would be modified and expanded. Those responsible for the curriculum development and directing other teachers, for example, would be at the school for more hours per day and for more months of the year. These individuals should be compensated accordingly. The differentiating of the teachers'

duties resulting in a distribution of schedules and supervisory responsibilities will, in turn, result in a differentiated salary schedule. One approach to such a plan would be a three level model in which the duties, responsibilities, and schedules for each level would be distinct and would increase progressively, as would salaries.

Level 1: Apprentice Teacher

The individual's primary duty would be to meet designated classes under the supervision of a Teacher Leader. A provisional certificate would be required. The schedule for this group of teachers would be limited to the teaching day and the basic school year. All of the teachers would be at this level for a minimum of two and a maximum of three years. A modest step increase should be available at the beginning of the second and third years of teaching provided the teacher has attained established performance standards.

Level 2: Professional Teacher

The primary duties of these teachers would be to meet designated classes and to handle program development for a particular grade level or subject area. They also would supervise and assist the student teachers assigned to the school. A professional certificate would be required. The schedule for this group would be the school day and the school year. After two years of service, wherein the Apprentice Teacher had demonstrated an acceptable level of performance and had subsequently received a teaching certificate, the teacher would be considered a Professional Teacher. The Professional Teacher base should be approximately 15% more than the Apprentice Teacher base, and increases should be available based on evaluation of established performance standards and related teaching assignments up to 75% more than the Apprentice Teacher base.

Level 3: Teacher Leader

Teacher leaders would assume responsibility for the development of curriculum and instruction in the school as well as for teaching classes. They would be ressponsbile for the development of the apprentice teachers. The requirements for this position would include not only a professional certificate, but also an appropriately higher competence of teaching skills, as assessed by a committee of peers and other professionals including the principal. The teacher leader base and maximum salary would vary according to the degree of responsibility, evaluation of established performance standards, and extended day and year. This salary range should be from a base of approximately 75 percent more and a maximum of 175 percent more than the base and maximum salary of the apprentice teacher.

Department heads in the secondary schools and unit or team

leaders in the elementary schools for example can significantly improve the quality of teacher performance. Other duties might include curriculum development and working with apprentice teachers. Typically, such leaders are not given adequate time to perform extra duties or financial motivation for the extra work required; hence, improvement in teacher performance does not reach its potential. When the need for teacher leaders varies from district to district, and from school to school, a fixed ratio or percentage would not be supported. Whatever number is selected, funds should be provided to pay extra to the teacher leaders for services offered.

REQUIREMENTS FOR IMPLEMENTATION

Making the reforms for teacher preparation and teaching careers effective in Utah requires a number of adjustments in current policy and procedures. Nine specific issues and recommendations follow:

Certification

The proposal requires a two or three year probationary period after the applicant has been initially certified. As indicated earlier in this paper, necessary guidelines related to the processes and criteria for this phase of teacher preparation would need to be developed. The State Office of Education will provide leadership in the development of appropriate changes in certification requirements to provide for a two to three year probationary period before permanent certification is awarded. These changes would be submitted for approval by the State Board of Education and the State Legislature.

Guidelines

The State Office of Education will provide leadership in the development of general guidelines for approval by the State Board of Education for implementation of the differential staffing/career ladder system in Utah school districts. Districts which adopt an acceptable model which has been approved by the State Board of Education would receive funding beyond the basic W.P.U. formula.

Evaluation System

The program is based in part upon the ability of educators and public representatives to develop the evaluation processes that will identify principals and professional teachers for certification purposes. The systems are available, but the time and expense of collecting the data will require new or redeployed resources.

Administrative Responsibilities

As new positions for teachers are identified, the role of the school principal will be strengthened. While professional teachers and teacher leaders accept more responsibilities for program leadership, the principal also will be expected to focus on instructional support and quality of the program. As a result, new or modified administrative structures may be required to insure that the primary role of the principal is the instructional leader of the school.

Flexibility

As districts of the state have different circumstances, each district should have the responsibility to implement the plan in its own way. The state might be responsible for the establishment of guidelines, but each local district should be expected to devise its own approach.

Cost-of-Living Adjustments

While providing funds for raising the salary base for beginning and third year teachers and for paying extra to teacher leaders, an upward cost-of-living adjustment should be made for all professional teachers and teacher leaders who serve the local school system.

Salary Schedule Compression

The effect of these changes will compress salary schedules and destroy the so-called "index basis" on which schedules have been constructed. However, it will provide an immediate incentive for recruiting the best of our youth to teaching, as the starting pay will be competitive and the lifetime earnings will be greatly enhanced as most Utah teacher salary schedules will be reduced to six to eight steps for reaching maximum compensation levels.

Salary Increments

Awarding of increments based on the evaluation of satisfactory service should be implemented. State guidelines should call for teacher evaluation by the principal and/or peers. Teachers judged to be unacceptable in their performance should be denied an increment until weaknesses have been rectified through another year of service.

Projected Costs

The State Legislature should provide resources to fund the reforms in teacher preparation to provide career teaching options necessary for recruiting, rewarding and retaining food teachers. (Assuming the beginning base salary for Apprentice Teachers at approximately $17,500, and to meet the needs of higher education, the total additional amount of financial sup-

port needed would be between $157,000,000 and $165,000,000.)

CONCLUSION

To increase both the numbers of highly qualified people entering the profession of teaching in the future and to retain competent teachers after they have started teaching, the people of Utah must act quickly and with purpose. Teachers deserve a higher income and opportunities for additional professional responsibilities. We believe that these two purposes can be best achieved through the adoption of a system that provides for cooperative teacher education programs and the chance for life-long professional advancement for teachers.

OVERVIEW ON TEACHER EVALUATION*

A considerable amount of work has been accomplished in developing and examining systems of teacher evaluation. The need for the development of a comprehensive teacher evaluation system has been well documented by several authors including Jason Millman. Millman (1981) makes the following points in respect to three key issues pertaining to teacher evaluation. Millman's three major issues are:

> (1) who should evaluate; (2) for what purpose is evaluation accomplished; and (3) what means should be used to evaluate.

In respect to the first issue, <u>who should evaluate</u>, Millman has made the following observation:

> Evaluated by whom? Other teachers? Administrators? Students? Parents and the public? Professional evaluators? All of these actors can have an important role in the evaluation of teachers. But all are not equally suited to evaluate all aspects of teaching.

In respect to the <u>purposes of evaluation</u>, Millman has this summary:

> Over a dozen reasonably distinct purposes for teacher evaluation have been suggested, such as improving teacher performance, aiding administrative decisions, guiding students in course selection, meeting state and institutional mandates, promoting research on teaching

*(This material was prepared by Dr. David E. Nelson under the direction of the Utah Commission for Educational Excellence.)

and the like ... we have distinguished between two major roles of teacher evaluation - the formative role and the summative role. Formative teacher evaluation helps teachers improve their performance by providing data, judgments, and suggestions that have implications for what to teach and how. On the other hand, summative teacher evaluation serves administrative decision-making with respect to hiring and firing, promotion and tenure, assignments, and salary.

In respect to the means of evaluation, Millman has these insights:

> Although most authorities recommend multiple sources of evidence about teaching proficiency, more is not necessarily better. Techniques should be fair, accurate, legal, efficient, credible, and humane, but no technique fulfills these requirements completely. Further, the quality of the technique depends not only on its inherent characteristics, but also on the context and manner in which it is implemented. A colleague once remarked that the evaluation of teachers is a serious business, for it goes on in the midst of life and concerns the well being of people. A process like that is not trivial. It is worth our attention and worth doing well.

Millman goes on to identify several aspects of the need for the development of a comprehensive system of teacher evaluation:

1. At present, many legitimate audiences for teacher evaluation are not addressed. Evaluation is not just for administrators' and teachers' improvement; it has import for the decisions and operations for others in the society.

2. New, multiple lines of evidence about teacher impact or value need to be developed. Single views of what makes a good teacher do not enable improved evaluation.

3. The profession is accountable to teachers for mechanisms which provide usable information about how well they are doing.

4. If improvements in summative evaluation are not made by the profession, then nonprofessionals will dominate with haphazard evaluation, or worse, with narrow and deficient systems of teacher review.

5. It is not entirely clear that the problem of the bad teacher is being adequately dealt with.

In a study currently under way at the University of Utah, Ken Peterson and Don Kauchak (1983) have identified, through a comprehensive analysis of the teacher evaluation literature, several sources of information which seem to be most promising as approaches to teacher evaluation. These include:

- o Pupil report
- o Peer review of materials
- o Teacher tests
- o Administrator ratings
- o Systematic observations
- o Pupil gain (in special cases)

Overview of Four Components of Teacher Evaluation

These categories of promising sources for teacher evaluation are very much in harmony with those identified by the Utah Educational Excellence Commission Subcommittee on Recruiting, Retaining, and Rewarding Good Teachers. Specifically, the committee has identified four specific sources including the following:

1. Assessment of student performance
2. Non-competitive peer evaluation
3. Student evaluation of teacher performance
4. The principal's own assessment of teacher performance

The following is an overview which features a description and summary of the strengths and weaknesses of each of the four major sources of teacher evaluation discussed by the Utah Educational Excellence Commission Subcommittee.

1. Teacher Evaluation Based on Student Performance

The use of student achievement as one source of teacher evaluation is probably the most controversial element in this multi-faceted approach to teacher evaluation. The use of student-gain scores on achievement tests (the difference between performance at the beginning of the year and performance at the end of the year) has great intuitive appeal. Millman has the following observation on the case made by those who advocate student achievement information and teacher evaluation:

> The advocates of any form of summative teacher evaluation (product evaluation) argue that decisions about promotion and retention can be improved by objective and equitable assessments of teachers. Student achievement data are seen by many as one such source of information about teacher effectiveness. These data are considered particularly relevant by those who view the primary role of teaching to improve student learning. Gains in student achievement are a direct measure of student learning.

> Other indicators of teaching effectiveness such as teacher behavior in the classroom, student ratings, and the like, are seen as, at best, a proxy for the "real" criterion of teaching success, namely, student learning.

Those who object to assessment of student performance, and primarily the measurement of student performance with standardized tests, argue that too many factors impact student learning in addition to the teacher's performance and, therefore, achievement measure should not be used. Millman notes the following primary objections which are advanced in opposition to the use of student outcomes for teacher evaluation:

> Students differ widely in many ways that affect learning. Some are smarter than others, some have more prior knowledge about the course content, some exert more effort and have greater aptitude in the specific learning area. As one teacher puts it, "There is no way to motivate a certain number of kids. They put forth absolutely no effort. I will not be held accountable for teaching an unteachable student."
>
> In some situations teachers have little control over where and how the course is being taught. Many claim that noisy or overcrowded rooms and early morning or evening classes are not conducive to efficient student learning. Some teachers have textbooks assigned to them or are restricted in other ways in the content and method of teaching.
>
> The measures of learning, the achievement tests themselves, may not be of the teacher's making, or sample only a small and unrepresentative set of the instructional goals. Consequently, the student learning is resulting from the teacher's efforts and may not be adequately assessed by the test.
>
> In short, the opponents claim that student achievement is a flawed indicator of teacher competence. The best teacher in the world would not fare very well if faced with slow learners, unmotivated students, a poor learning environment, and an achievement measure out of harmony with teacher goals.

In summary, there probably are some ways of rendering the use of achievement tests or other student outcome measures technically feasible. The use of achievement tests in a rigorous way for every student and every teacher, however, seems inadvisable. At best, the use of such measures might enter into a total system as one piece of evidence reviewed by principals who are fully knowledgeable of all mitigating factors which impact the test. Travers (1981) notes that "The difficulties of assessing teacher effectiveness in terms of test scores of pupils seems to be almost insuperable at this time."

2. Noncompetitive Peer Evaluation

Peterson and Kauchak have reviewed the literature on peer evaluation and suggest a model in which peer evaluation would be based on an examination of lesson plans, assignments, written feedback to students, tests, examples of students' work, readings and instructional materials. These authors indicate that peers should be selected from similar schools and that three might be involved in a particular evaluation team. Relevant questions for peers to address in the estimation of these authors would be items such as:

- o Is there appropriate challenge and difficulty for the students?
- o Does feedback contain useful information for learning?
- o Are grades defensible?
- o Is the content up-to-date and relevant?
- o Are district guidelines addressed?

These authors suggest that the judgments of peers should be limited to three major categories including deficient, well-functioning, and exemplary with top and bottom scale points being accompanied by specific comments.

3. Student Evaluations

A system where students have the opportunity to rate various aspects of what they experience in the classroom seems defensible. Items must be carefully structured to avoid ambiguous statements and deal with classroom activities which students really can evaluate. For example, items such as "I know what is expected of me in the classroom" and "I am expected to work hard in this class" would seem to be fair questions for student evaluation. Problems pertaining to student evaluations relate to the inability of younger children to make accurate descriptions of classroom activities and the limited sample of evaluations available for a typical elementary situation. The research in this area generally suggests that upper elementary, secondary, and college students can rather reliably evaluate certain aspects of teacher performance.

4. The Principal's Own Evaluation of Teacher Performance

Problems with the technical properties of teacher evaluation forms used by administrators (like supervisory evaluations used in industry) are legion. The use of administrator rating forms can be improved, however. Peterson and Kauchak note that some improvement can be accomplished by doing the following:

> Rating forms can be improved by limiting items to areas in which the principal has direct and reliable access to data, and to rely on other sources for additional information. This should improve overall data gathering and may serve to make the principal's role more direct and less political. We suggest that the current practice

came into being by lack of other data, and by compromise on the least offensive and dangerous system. Evidence is that the current practice is not well liked by participants.

Summary

The components of teacher evaluation described in this paper could well serve a variety of evaluation purposes, both formative and summative. The focus of the paper is summative, however.

It was the consensus of the Utah Educational Excellence Commission Subcommittee on Recruiting, Retaining, and Rewarding Good Teachers that a workable teacher evaluation system might well include each of the four major sources which have been analyzed briefly in previous pages of this report. The principal would have ultimate responsibility for weighing each of these sources and would use each source in coming to an overall rating of teacher performance. This seems reasonable since such a system would focus on several important kinds of information without being overly dependent on a single source which could be extremely deficient. The use of multiple sources of evaluation would tend to eliminate the problems caused by an administrator rating without reference to different kinds of information.

It would also seem reasonable that the approaches to teacher evaluation which have been described be tailored for a given local situation and that no rigid format be imposed on all schools or districts. Indeed, it may be that what constitutes a good set of evaluation sources for one teacher in a given school may be less applicable for another teacher in the same school.

THE UTAH NORMAL SCHOLARSHIP PROGRAM*

State Normal Scholarships were established by the Utah Legislature two years after statehood. The law has been amended several times, the most recent in 1983. Currently the law provides for 100 scholarships each at the University of Utah and Utah State University, 75 at Weber State College, 40 at Southern Utah State College, and 10 each at the College of Eastern Utah, Dixie College, Snow College, Utah Technical College at Provo, and Utah Technical College at Salt Lake.

*(This material was prepared by Oral L. Ballam, Dean of the College of Education, Utah State University under the direction of the Utah Commission on Educational Excellence.)

Each scholarship is effective for up to four years or 12 quarters of full-time study leading to a B.S. degree and teacher certification. The scholarship is an abatement of an amount equal to the tuition fees of each institution. The law now requires recipients to repay all or a portion of the fees abated if they do not teach two years in Utah after completion of a teacher certification program.

Introduction

The quality of public education is constantly questioned. The recruitment of outstanding young people into the teaching profession in sufficient numbers, particularly in areas of shortage, is virtually impossible. Yet public expectations of quality persist and grow.

Influential state and national commissions and task forces* emphasize that education is the one enterprise that is crucial to everything we attempt as a nation, that our nation is at risk, and that improving the attractiveness of teaching to entice the most capable, dedicated people into the classroom is a crucial imperative.

In Utah there exists a serious shortage of capable teachers in specific areas. Utah will also have need of more teachers in all subject areas in the future, more than are now being recruited and prepared in Utah institutions.

It is deemed to be good state and national public policy to encourage and assist outstanding young people to enter the teaching profession. This is the primary purpose for modifying the State Normal Scholarship Program in Utah and to renaming it the Utah Teaching Scholarship Program.

Purposes:

The scholarship program, properly administered, should:

1. Identify and entice more of the capable young people graduating from Utah high schools into the teaching profession.

2. Assist in recruiting qualified potential teachers from among students already enrolled in other programs of study in higher education.

3. Assist in recruiting potentially qualified teachers into the shortage areas.

4. Encourage capable individuals with college work or degrees employed in the private sector to make a career change into the teaching profession.

5. Provide opportunities for capable inservice teachers to requalify for entry into areas of shortage and to leave areas of surplus.

6. Encourage capable minority students to enter the teaching profession in greater numbers.

7. Assist in providing qualified teachers in geographic or population areas where shortages or unique needs exist (rural, non-English speaking, disadvantaged).

*A Nation at Risk: The Imperative for Education Reform, The National Commission on Excellence in Education, April, 1983. Academic Preparation for College, What Students Need to Know and Be Able to Do, The College Board, New York, 1983. Action for Excellence: Task Force on Education for Economic Growth, Education Commission of the States, June, 1983. Master Plan for Addressing Eight Critical Issues Affecting Education in Utah in the '80s, Utah Systemwide Education Planning Commission, October, 1981. Solving the School Crisis, Phase II, Governor's Action Plan for Quality Elementary and Secondary Education, January, 1983.

Guiding Principles

The Utah Teaching Scholarship Program should be designed in such a way as to:

1. Be flexible and responsive to changing needs.

2. Allow more opportunity for higher education to recruit eligible adults, including those who have already completed a B.S. degree but not achieved certification, from both within and outside their respective institutions.

3. Be competitive with other scholarships and be able to interest superior high school graduates into teaching as a career choice.

4. Be structured to encourage recipients to teach in Utah.

5. Be awarded through competition with minimum criteria to be met by any recipient, but allow for some exceptions within prescribed guidelines to allow recruitment of exceptional students (minority, non-English speaking, educationally disadvantaged, etc.)

6. Allow for efficient and economical administration.

7, Designate the State Board of Education administrative responsibility to collect data, establish guidelines and coordinate statewide activities necessary to meet the intent of the scholarship.

8. Designate schools and colleges of education or similar higher education units responsibility to collect data, advise students, coordinate activities with SBOE and the public school systems, and in general monitor the preservice programs for students.

9. Make provisions for the scholarship to be supplemented as needed to be competitive in recruiting for specified areas of shortage.

10. Make provisions for the efficient transfer of recipients in good standing from technical and junior colleges to colleges and universities.

11. Establish a common GPA performance for all recipients to maintain at all institutions in order to maintain the scholarship.

12. Allow the scholarship to be used for summer or in-service work.

Selection Criteria and Administrative Guidelines

1. All nominees must have achieved:

   a. a composite score on the ACT equal to or above the average composite score of all Utah high school students intending to major in education and other selected fields as computed the previous year (18.4 for 1983), or

   b. a 3.0 composite grade point average for the last three years of high school classes taken in the areas of: (1) English (2) mathematics, (3) science, (4) social studies, (5) foreign language.

2. Awards will be made based on rankings of nominees according to the following criteria:

a. Scholarship (GPA-ACT	50
b. Criticality of teaching field	20
c. Economic need	10
d. Potential for teaching	10
e. Ethnic background	10
	100

3. Possible recipients who do not meet the minimum ACT, GPA, or the competitive criteria may be nominated by local school districts. The State Superintendent of Public Instruction may then waive any of the criteria for up to 10 percent of the nominees in order to recruit potential teachers into areas of shortage, to provide opporutnity for the recruitment of educationally disadvantage and minority students, and to make certain each local school district maintains at least one current scholarship.

4. Local school districts will certify to the State Superintendent of Public Instruction that they will guarantee employment for all recipients from their district who successfully complete certification programs of study and who do not find employment elsewhere in Utah.

5. Scholarships will be awarded and colleges and universities notified of awards by June 1 of each year.

Suggested Responsibilities, Guidelines and Procedures for Administering the Utah Teaching Scholarship

State Office of Education

The State Office of Education will be responsible for providing general leadership and administrative management for the Utah Teaching Scholarship.

1. Each summer, prior to the commencing of school, distribute to local school districts, high schools, and institutions of higher education comprehensive information about the Utah Teaching Scholarship, including the (a) purpose and intent, (b) selection criteria, (c) financial benefits, (d) policies, guidelines and procedures to be followed, and (e) other pertinent information.

2. Provide to local school districts and institutions forms for collecting information needed about each nominee in order to rank them according to the criteria established and to make selections.

3. Award 90 percent of the scholarships to the most capable nominees utilizing the ranking and priorities established.

4. Award the remaining 10 percent of the scholarships to students from rural areas, minority groups, educationally disadvantaged, and for areas of critical shortage utilizing established guidelines, criteria, and priorities.

5. Make all awards and communicate these awards to each school district and institution of higher education by June 1 of each year.

6. Distribute each summer to each institution of higher education, prior to the commencing of school, forms and instructions for collecting data during the year to be submitted to USOE the next spring. Such data could include:

   a. Names of recipients nominated by local school districts and enrolled in institutions of higher education.
   b. Status of all recipients in program.
   c. Names of all graduated each spring.
   d. A summary of the teaching majors and minors of the graduates.
   e. Number dismissed from the program and reasons for dismissal.
   f. Number who voluntarily withdrew from the program and reasons for withdrawal.
   g. Number not continuing after graduating from a technical or two-year institution.
   h. Number employed in Utah, where employed, and in what teaching areas.
   i. Number of recipients recruited from outside higher education.
   j. Number of recipients recruited from other programs of study.
   k. Number of inservice teacher recipients who made career changes into areas of shortage.
   l. ACT profile of recipients as compared to other institutional students.
   m. GPA profile of recipients as compared to other students enrolled at the institution.
   n. Other data as requested.

7. Report annually, possibly each fall, to the State Board of Education and local school districts, to the Board of Regents and institutions of higher education, and other interested and appropriate groups the status and results of the scholarship.

8. Develop and distribute annually a list of critical areas of teacher shortage in Utah and call for reports from institutions of higher education and local school districts on efforts and accomplishments in recruiting potential teachers into those areas.

9. Publicize and generally promote support for the Utah Teaching Scholarship throughout Utah.

Schools, Colleges, and Universities:

1. Deans of schools and colleges of education, or other academic officers, will be designated by the respective institutions the responsibility for general promotion and administration of the State Teaching Scholarship.

2. Each institution will develop an advisement system which provides for at least a quarterly formal contact with each scholarship recipient to verify in writing continuing intent and monitor recipient status and progress.

3. Scholarships will be withdrawn for any recipient who does not carry a full load as defined by each respective institution, drops below a 3.0 composite GPA for two consecutive quarters, changes to an academic major not leading to teacher certification, or does not otherwise perform satisfactorily in a program of studies leading to teacher certification.

4. Institutions will maintain adequate records on all recipients and submit yearly reports each July 30 as required by the State Superintendent of Public Instruction.

5. Institutions will require recipients to verify potential employment in Utah before the final three quarters are awarded to them.

6. Baccalaureate institutions will verify that recipients meet all criteria for admission to and satisfactorily complete teacher certification programs.

7. Institutions will report annually to each local superintendent the status of all recipients from their districts.

8. Deans of Education, or other designated institutional administrators, will report annually the status of the Utah Teaching Scholarship Program to the institutional president and other academic officers as appropriate and actively solicit supplementary support for it.

9. Transfer recipients will receive first priority of scholarships at four-year institutions. Two-year institutions will notify four-year institutions at least one year in advance of prospective transfers of recipients in good standing.

10. Institutions will place recipients in Utah school districts only for their student teaching experiences.

Local School Districts

Local school districts are responsible for recruiting and nominating superior high school graduates for the Utah Teaching Scholarships.

1. Publicize the Utah Teaching Scholarship, utilizing information provided by the State Superintendent of Public Instruction and institutions of higher education.

2. Nominate superior students for consideration based on the criteria established.

3. Make nominations annually to the State Superintendent of Public Instruction on forms provided no later than April 1.

4. Verify that the district will guarantee employment for all recipients from their district who do not otherwise find employment in Utah after successful completion of a program of studies.

5. Before submitting nominations, verify with each nominee, in writing, on a form provided and notarized, each nominee's expressed intent to fulfill all stipulations related to the Utah Teaching Scholarship.

6. Agree to accept nominees from their district for student teaching placement purposes if another appropriate placement is not available in Utah.

7. Assist the State Superintendent to develop and update yearly a listing of areas of critical teaching shortages.

8. Provide information and reports as requested by the State Superintendent and institutions of higher education.

9. Try to nominate possible recipients prior to completion of their junior year (11th grade) high school program of studies.

Nominees and Recipients

All nominees and recipients must accept all conditions pertaining to the Utah Teaching Scholarship and fulfill completely the intent for which it is established. Each shall:

1. Verify in writing, notarized, prior to being nominated and/or awarded a scholarship, that they will abide by all conditions set forth.

2. Verify in writing each quarter continued intent.

3. Provide all information as requested by local school districts, State Superintendent, and institutions of higher education.

4. Follow explicitly the advisement and other procedures required by each institution of higher education.

5. Do student teaching in Utah.

6. Teach in Utah for at least two years after completion of a program of studies leading to teacher certification.

Elements of Utah Teaching Scholarship Bill

The Utah State Legislature shall cause to be established 380 four-year Utah Teaching Scholarships equal to 4,560 quarters of study with recipients to be nominated by local school districts and selected by the State Superintendent of Public Instruction according to criteria and procedures approved by the Utah State Board of Education.

The purpose of the scholarships shall be to recruit superior persons into teaching, entice persons into teaching areas of critical shortage, and to recruit potential teachers from rural areas, ethnic minority groups and the educationally and economically disadvantaged.

These scholarships shall be distributed 100 each to the University of Utah and Utah State University, 75 to Weber State College, 40 to Southern Utah State College, 15 each to Dixie College, College of Eastern Utah, and Snow College, and 10 each to the Utah Technical College, Provo, and the Utah Technical College, Salt Lake City.

The Legislature will also cause to be established 85 two-year teacher scholarships equal to 510 quarters of study with recipients recruited only into areas of critical teacher shortages as determined by the State Superintendent of Public Instruction. These awards would be only for those who have successfully completed one or more year(s) (three quarters or more) of formal higher education study. These scholarships would be for the explicit use of four-year colleges and universities to recruit into areas of critical teacher shortage potential teachers from a variety of sources such as: (1) students majoring in other academic departments within their respective institutions, (2) private industry, (3) successful inservice teachers to make career changes into areas of shortage, (4) college graduates to return and complete certification requirements, and (5) retired persons. These two-year awards shall be distributed 25 each to the University of Utah and Utah State University, 20 to Weber State College and 15 to Southern Utah State College.

The Utah Teaching Scholarship will be an abatement of an amount equal to the tuition fees of each institution. In addition, the Legislature will appropriate an amount necessary to pay an additional $500 to each recipient recruited into an area of critical shortage after having successfully completed one or more years of study in higher education. The yearly cost would be $225,000 (85 persons x $500 each x three quarters x two years).

Before July 1 of each year, appointments to the Utah Teaching Scholarships shall be made by the State Superintendent of Public Instruction from nominations made by county or city school district boards of education. Awards shall be made based upon competition and nominees shall meet minimum criteria established by the Utah State Board of Education and be awarded according to established State Board approved policies and procedures.

Awards can be made to high school students who have completed their junior year in high school to allow them to pursue advanced placement, summer quarter, and other college credit work. Each county and city school district shall be entitled to have at least one current scholarship in effect at all times as long as recipients meet the minimum criteria established. After July 1 of each year, unfilled scholarships may be made by presidents of the various colleges or universities or their designees. All appointments shall be made in accordance with prioritized criteria and critical areas of teacher needs within the state public school system as determined by the State Superintendent of Public Instruction.

Before the award is made for the next quarter, recipients of scholarships will be required each quarter to show satisfactory progress, reaffirm in writing at the end of each quarter of study their intention to complete a prescribed program of instruction leading to a degree and certificate, and after completion of their prescribed program of instruction to teach in the public schools of Utah.

Presidents or their designees may grant leaves of absence to holders of scholarships and may appoint other incumbents during the absence on leave of regular holders, and may, at any time, cancel the scholarship of any student who does not demonstrate specified standards of competence.

Recipients must verify employment possibilities in the State of Utah before the award is made for the final three quarters of study. School districts from which recipients come must guarantee employment to recipients from their districts upon satisfactory completion of their certification program of studies if other employment in the State of Utah is not found by them.

PROFESSIONAL PRACTICES

There are no Utah statutes regarding student discipline. Issues such as corporal punishment are dealt with under the general law of assault. Teachers have only local board policies as disciplinary guidelines, but in the case of court action are generally afforded the protection of the court-made doctrine of "in loco parentis." Since the latter doctrine is not established by statute, its application varies widely from court to court, and teachers frequently express concern about the lack of set guidelines and procedures.

In 1973, the Legislature established the Professional Practices Commission (53-50-1 through 14) to oversee practices of certified educational personnel. The Commission's powers are largely advisory and somewhat vague, but it has generally worked well.

It is recommended that legislation be prepared which would:

1. Define the concept of "in loco parentis" rights and duties for educators, particularly as these relate to student discipline.

2. Strengthen the Professional Practices Commission and provide that all complaints regarding the discipline and management of students be heard and adjudicated by the Commission prior to review in a court of law.

TAX CREDITS

Federal, state, and local governments have long used tax laws to encourage activities viewed as beneficial. Tax deductions and tax credits are among the more frequently used incentives.

Tax deductions and tax credits, despite their surface similarities, are significantly different in application and effect. Deductions are subtracted from gross income, lowering the amount against which taxes are computed; tax credits are subtracted from the taxes themselves. A $100 tax credit, therefore, presents a much stronger incentive to a taxpayer than a $100 deduction.

Present state and federal law provided tax deductions for private and corporate donations to schools. This has not provided significant incentives to encourage substantial, continuing donations. It is, therefore, proposed that limited tax credits be granted for corporate giving to an education scholarship fund. The effect of the proposal is shown in the following summary which

compares the distribution of costs under present tax deduction rules to a 50 percent state tax credit.

	Cost Under Present Law (tax deduction)	Cost Under Present Law (50% tax credit)
Federal Government	$ 4,416	$ 2,300
State Government	400	5,000
Company	5,184	2,700
	$10,000	$10,000

It is proposed that the maximum contribution from a single corporation be limited to $50,000 and that efforts be made to encourage changes in the federal tax law to allow tax credits for such gifts to be taken against federal taxes.

TEACHER CERTIFICATION

Questions have been raised about the current teacher certification and endorsement requirements as they relate to the recruitment, retention, and rewarding of superior teachers.

The subcommittee concludes that the certification issue needs to be explored and that the exploration should involve three steps:

1. collect information about current certification policies and practices;
2. review the information and identify questions and issues which might be addressed; and
3. make recommendations about possible changes in certification policies and procedures.

Although this issue is relevant to the current project, it is not critical. However, a thorough analysis of certification requirements should follow closely any action taken as a result of the Commission's recommendations.

THE RELATIONSHIP OF HIGHER EDUCATION AND PUBLIC EDUCATION

Formal and informal relationships between higher education and public education in such areas as governance, finance, joint appointments, shared goals and tasks, policy development, support

for accomplishing shared goals, etc., are not always clear and helpful in recruiting and retaining superior educators, improving teacher preparation programs, and improving public education in other ways.

However, more information is needed on this issue in order to determine the extent of the problem and how it should be approached.

Relationships between higher education and public education, both formal and informal, should be investigated.

The subcommittee recommends that such an investigation be launched at a later date as a subsequent responsibility of the Commission for Educational Excellence.

COLLEGE AND UNIVERSITY ADMISSION STANDARDS

College and university admission standards have been established. These will impact curriculum at the secondary school level, with possible implications for teacher preparation programs. However, it is unlikely these admission standards will influence to any significant extent the recruitment, retention, and rewarding of good teachers.

The subcommittee concludes that this issue needs to be understood, but no action be considered by the Commission.

Report of the
Subcommittee on

RESTRUCTURING
THE SCHOOL CURRICULUM

Utah Commission
on Educational Excellence

The decade of the 80s, with its unusual economic, political, and social pressures, is demanding serious introspection in almost all circles of society. A major American automobile maker, after a decade of less than successful competition with high quality foreign automobiles, now claims loudly and in vivid color that, "Quality is Job #1."

Public education, after decades of increasing enrollments and relatively unquestioned funding, is now being seriously challenged regarding quality in the public schools. Upwards of a dozen blue ribbon studies and reports, not the least of which is A Nation at Risk, have targeted four critical areas for potential educational reform: curriculum content, teacher effectiveness, student performance, and instructional leadership.

This subcommittee report focuses on increasing the quality of public schools via high expectations and performance standards for students, teachers, and administrators; discreet and definitive curriculum content; identification of potential post-high school pursuits; teaching the higher order thinking skills in all curricular areas; a reassessment of extra-curricular activities; monitoring student achievement; and a recommitment to instruction throughout the school year.

Time in school may or may not relate to a quality education. Not all, but too many, high school students tend to float through their high school experiences. They decide not to decide about a variety of post-high school options or pursuits and register for classes without a chosen goal in mind. While they may receive high school diplomas, they often short-change their education. Identifying a solid core of classwork for all students, along with a concerted effort to help students select a post-high school goal, may result in a giant stride away from the decision of indecision.

While some studies call for increased time in school, recommitting the existing 180 school days to instruction may go a long way toward improving quality in education. This, coupled with high expectations, measured and monitored progress, and acquisition of the basic skills in all curricular areas, may well offer a foundation for the excitement that learning to learn should bring to every student.

In addition, the inclusion of a multiplicity of programs, activities, and special interests into the instructional day must be re-examined. While extra-curricular activity involvement is positive and beneficial in almost all cases, it should not supplant the basic instructional task of school or the basic instructional time of the student.

QUESTION: IS THERE A NEED TO RESTRUCTURE THE CURRICULUM AND REFORM THE EXPECTATIONS OF THE SCHOOLS?

A. Question: Should performance standards which must be achieved by each student be established for schools by the State Board of Education? If so, how should they be measured?

It is recommended that curriculum standards, guidelines, and expected educational outcomes be identified and established for elementary and secondary schools in the state.

1. Implementation of Standards

   Specific programs for implementing and meeting standards, including testing procedures, are the province of local boards of education, district administrators, and teachers. Progress in meeting standards should be monitored by the classroom teacher.

2. Validation of Achievement

   In order to determine whether programs or systems are meeting expectations, the State Board of Education should expand its random sample testing program to more grade levels than at present.

3. Curriculum Alignment

   Local boards, by whatever methods they choose, should maintain curriculum alignment, which means that textbooks and other educational materials should support or align with the teacher's instructional program.

4. Testing

   Testing should measure precisely what students have learned.

5. Elementary Curriculum

   The elementary curriculum should clearly identify functional competency expectations in reading, writing, speaking, listening, mathematics, and science, along with introductory or foundation skills to be mastered in citizenship, art, computer literacy, music, movement and fitness, health, social studies, and occupational awareness. As appropriate, it might include the foundation skills of conversational competence in a second language. Following is a model which could be used:

ELEMENTARY
TIME RECOMMENDATIONS

These classwork time estimates are provided as guidelines for districts.

MINUTES PER WEEK

GRADES	K	1	2	3	4	5	6
Art	60	60	60	60	100	100	100
Science	60	90	90	90	160	160	160
Reading/Language Arts	250	600	600	600	375	375	375
Music	60	90	90	90	120	120	120
Healthy Lifestyles and Fitness	60	200	200	200	210	210	210
Mathematics	150	250	250	250	250	250	250
Social Studies	60	150	150	150	150	150	150
Foreign Language					150	150	150
Computer Literacy	20	60	60	60	60	60	60
*Occupational Awareness	(30)	(30)	(30)	(40)	(45)	(60)	(100)
Recess	60	150	150	150	75	75	75
TOTALS	750	1650	1650	1650	1650	1650	1650

Minutes Available per Week: K... 750; 1-6... 1650

*Taught as part of related subject areas; time not added into totals.

6. Junior High/Middle School Curriculum

The junior high/middle school curriculum should define and demonstrate the integration of higher order intellectual skills, such as critical reading and independent thinking, into reading, writing, speaking, listening, mathematics, and science. It should identify functional competencies to be mastered in democratic governance and in functioning as a consumer in a free enterprise system. It should describe expectations for expansion of skills required in art, computer literacy, music, movement, fitness, health, and social studies, and set forth competencies to be achieved in vocational exploration programs. The following model could be used on the junior high level:

JUNIOR HIGH

Grades 7-8

Required Subjects (8 units)		Elective Subjects (6 units)
Mathematics	2 units	Art
		Music
Science	2 units	Movement and Fitness
		Health and Lifestyles
Communications	2 units	Second Language
		Vocational Exploration
Social Studies including Democratic Governance	2 units	Additional Classes from Required Subjects List

Computer Literacy (taught as part of other subject areas)

7 Period Day = 14 units during grades 7 and 8

7. High School Curriculum

The high school curriculum should define expectations and general content for all students, and may include several options for students who have expressed interest in pursuing specific educational goals.

(See Secondary Requirement Chart on Next Page)

SECONDARY REQUIREMENTS

9th - 12th Grade

7 Period Day = 28 Units during grades 9 through 12
24 Units required for graduation

	Units COLLEGE ENTRY	Units HIGH TECHNOLOGY	Units ADVANCED VOCATIONAL	Units GENERAL EDUCATION	Units JOB ENTRY
ENGLISH	4	3	3	3	3
MATHEMATICS	3	2	2	2	2
SCIENCE	3	3	1	2	1
SOCIAL STUDIES	3	3	2	3	2
FOREIGN LANGUAGE	2	0	0	0	0
COMPUTER SCIENCE	0.5	1	1	1	1
ARTS	1	1	1	1	1
HEALTHY LIFESTYLES AND FITNESS	2	1	1	2	1
TECHNICAL CORE	0	5	0	0	0
VOCATIONAL CORE	0	0	4	1	8
REQUIRED	18.5	19	15	15	19
ELECTIVES	9.5	9	13	13	9

(See Student Education Plan Options Chart on next page)

STUDENT EDUCATION PLAN OPTIONS
9-12 Grades

COLLEGE ENTRY		HIGH TECHNOLOGY SPECIALIZATION		ADVANCED VOCATIONAL TRAINING		GENERAL EDUCATION		JOB ENTRY		SPECIAL EDUCATION
Subjects	Units	Subjects	Units	Subjects	Units	Subjects	Units	Subjects	Units	
ENGLISH	4	ENGLISH**	3	ENGLISH	3	ENGLISH	3	ENGLISH	3	Individual Education Plans developed cooperatively by teachers, parents, and student. Flexible unit requirements.
The Writing Process Critical & Creative Thinking Literature Oral Communication May include AP or concurrent enrollment classes.***		Technical Writing Technical Speaking Literature		Technical Writing Technical Speaking Applied English*		The Writing Process Critical & Creative Thinking Literature Oral Communication		Technical Writing Technical Writing Applied English*		
MATH	3	MATH**	2	MATH	2	MATH	2	MATH	2	
General Math Consumer Math Business Math Algebra Elementary Intermediate College Geometry Trigonometry Calculus One class must require Algebra as prerequisite. May include AP or concurrent enrollment classes.***		Business Math Algebra Trigonometry Analytic Geometry Precalculus		General Math Applied Math*		General Math Consumer Math Business Math Algebra Elementary Intermediate College Geometry Trigonometry Calculus One class must be taken in grade 11 or 12.		General Math Applied Math*		
SCIENCE	3	SCIENCE**	3	SCIENCE	1	SCIENCE	2	SCIENCE	1	
Physical (Chem. or Physics) Biological Earth/Space With selection of courses related to college major and minor. May include AP or concurrent enrollment classes.***		Applied Physics Applied Chemistry Applied Biology		Applied Physics Applied Chemistry Applied Biology		Physical (Chemistry, Physics or Phys. Sc.) Biological Earth/Space One class must be Life Science and one must be Physical Science.		Applied Physics Applied Chemistry Applied Biology		
SOCIAL STUDIES	3	SOCIAL STUDIES	3	SOCIAL STUDIES	2	SOCIAL STUDIES	3	SOCIAL STUDIES	2	
World Studies United State Studies Citizenship Students encouraged to select at least one soc. science offering.***		World Studies Citizenship Industrial Relations Economics		Citizenship U. S. Studies Entrepreneurship Consumer Education		World Studies United State Studies Citizenship		Citizenship U. S. Studies Entrepreneurship Consumer Education		
FOREIGN LANGUAGE	2	FOREIGN LANGUAGE	0	FOREIGN LANGUAGE	0	FOREIGN LANGUAGE	0	FOREIGN LANGUAGE	0	
Spanish French German Chinese Russian Two units in the same language										
COMPUTER SCIENCE	.5	COMPUTER SCIENCE	1	COMPUTER SCIENCE	1	COMPUTER SCIENCE	1	COMPUTER SCIENCE	1	
Computer Application		Advanced Computer Basics		Computer Application				Computer Application		
THE ARTS	1	THE ARTS	1	THE ARTS	1	THE ARTS	1	THE ARTS	1	
Art Music Dance Theatre		Art Music Dance Theatre				Art Music Dance Theatre				
HEALTHY LIFE-STYLES & FITNESS	2	HEALTHY LIFE-STYLES & FITNESS	1	HEALTHY LIFE-STYLES & FITNESS	1	HEALTHY LIFE-STYLES & FITNESS	2	HEALTHY LIFE-STYLES & FITNESS	1	
Health and Lifestyles Movement and Fitness		Health and Lifestyles Movement and Fitness		Health and Lifestyles Movement and Fitness		Health and Lifestyles Movement and Fitness		Health and Lifestyles Movement and Fitness		
TECHNICAL CORE	0	TECHNICAL CORE	5	TECHNICAL CORE	0	TECHNICAL CORE	0	TECHNICAL CORE	0	
		Such as: Electricity Graphics Fluids Manufacturing Mechanical								
VOCATIONAL CORE	0	VOCATIONAL CORE	0	VOCATIONAL CORE	4	VOCATIONAL CORE	1	VOCATIONAL CORE	8	
				Courses identified by students educational plan (SEP) in accordance with vocational program and job requirements.		Selected from vocational offerings.		Courses identified by students educational plan (SEP) in accordance with vocational program and job requirements.		
Required Totals	18.5		19		15		15		19	
Electives Available	9.5		9		13		13		9	

* As it relates to the classification of instructional Program (CIP).
** Related to the 2 + 2 program coordinated with technical colleges.
*** Coordinated with universities.
NOTE: Based on a recommended seven-period day; 28 units available.

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8. Time Lines Should Be Estabilshed to Meet New Graduation Standards

The following Time Frame is an example:

1983-84 ... Planning

*1984-85 ... Partial Implementation

1985-86 ... Full Implementation

*1984-85 Ninth Graders will be expected to fulfill new graduation guidelines

B. Question: How can each student best be prepared for post-high school life pursuits, including vocational preparation?

Work experience: How much time should be devoted? Should it be structured? Could this be after-school time?

It is proposed that there be a restructuring of the role, function, and purpose of high schools to prepare students for post-high school pursuits; to refine, enhance, and develop intellectual, social, physical, and job market skills for entry into the adult world.

Six Educational Plan Options that may be considered: college entry, high technology specialization, advanced vocational training, general education, job entry, and sheltered workshops.

1. Educational Plan Options

For the college entry student, the Educational Plan Option recommendation meets or exceeds the standards set forth in the Nation at Risk report. All Educational Plan Options provide students with a basic core of essential subject matter and an opportunity to initiate diverse individual planning.

2. Changing One's Educational Plan Option

If one of the six Educational Plan Options is adopted, parents and students should be made aware of the steps necessary to change directions after grade 10.

Students in the ninth and tenth grades will have flexibility to move in and among the differing Educational Plans. Changing an Educational Plan at those grade levels will be relatively easy, whereas changes in an Educational Plan in the 11th and 12th grades will probably require make-up courses.

Parents and students should be involved in selecting Educational Plan Options and in reviewing the plans each year.

3. Seven-Period Day

It is recommended that a seven or eight-period day be the minimum length of a school day in grades seven through 12.

4. Units of Credit Required for High School Graduation

It is proposed that there be 24 total units required for graduation, with from 14 to 19 required courses, depending upon the Educational Plan chosen.

5. Work Experience

Within the options of the advanced vocational training and job entry Educational Plan programs, it is intended, when released time for relevant work experience is programmed, that the experience be part of the selected Educational Plan. Apprenticeships, clinical and cooperative experiences, and other on-the-job activities can help students decide whether they have chosen an Educational Plan appropriate to their interests and capabilities.

6. High School Expectations Must be Clear and Specific

The general concepts set forth in the six Educational Plan Options with the exception of the high technology area, are presently available to some degree in the existing programs of many high schools. In many cases, however, expectations related to the various post-high school options are vague and students fail to receive the specific guidance needed.

7. Implementation of the Educational Plan Options

Implementation of the Educational Plan Options will require extensive rethinking, retooling, and retraining at the State Office of Education, universities, PTAs, local districts, and schools. Since instructional requirements for professional teachers will change, content of classes, expectations of students, and instructional methods will need to be strengthened. It should be noted that teacher inservice education for teachers who are presently employed is vital to the successful implementation of such a program.

Trained personnel will be needed to work with teachers, parents, and students. Teachers with specialized training will be needed to provide instruction in the new curriculum of high technology specialization.

8. Public Relations

Much attention will have to be given to improving public relations among members of the education family and the community.

9. Appropriateness to Utah of the Recommendations Made by the NATION AT RISK Report

For the college-bound student, the recommendations of the National Committee on Excellence in Education are appropriate. The educational perspective of the document, however, should be broadened to include specific options for all students. These options have already been identified and described in the remaining student education options.

C. Question: Is there a need to place greater emphasis on the teaching of higher level thinking skills?

Tomorrow's adults will be faced with a barrage of challenges requiring just and wise decisions. To help prepare students to become effective problem-solvers and decision-makers, education must concentrate on the simultaneous development of a variety of high-level thinking skills. These skills will provide students with:

- o The ability to identify and formulate problems, as well as the ability to propose and evaluate several possible ways to solve them.
- o The ability to recognize and use inductive and deductive reasoning, to make inferences, and to recognize fallacies in reasoning.
- o The ability to draw reasonable conclusions from information found in various sources, whether written, spoken, tabular or graphic, and to defend one's conclusions rationally.
- o The ability to comprehend, develop, and use concepts and generalizations.
- o The ability to distinguish between fact and propaganda, subliminal influences, etc.

1. Higher Order Skills in the Middle School

The curricular program in the middle school will be structured to teach the introductory skills of thinking. These skills should be incorporated into the regular classroom program and should be taught in all classes regardless of the subject.

2. Higher Order Skills in the Humanities and Arts

Social studies, humanities, and the arts offer opportunities to teach perception, induction, creativity, and expression within the range of higher order thinking. Through these curricular areas, students can fine-tune their abilities to empathize, identify with, and appreciate human emotions vicariously.

3. Higher Order Thinking Skills and Teachers

Teachers must develop a pedagogical method based on higher level thinking. Again, it will be necessary to inservice and retrain teachers. Teacher preparation classes at the universities must also provide this training.

4. Legislative Appropriation

It will be necessary to request appropriations from the legislature to support the costs of inservicing and preservicing teachers.

D. Question: Are there courses and programs which should be eliminated from direct school sponsorship?

In responding to the question, The Educational Escellence Subcommittee is of the opinion that when strong academic standards are established and appropriate courses required, students will be more selective in choosing electives and options.

1. Extra-Curricular Activities

Insofar as possible, extra-curricular activities should be greatly reduced and should take place outside of the school day. Limited, selective, experiential activities outside the classroom may be important to a quality education, but should be kept in balance and should contribute to, and enhance specific, appropriate, and pre-planned in-class instruction.

2. Local Level Monitoring and Evaluation

While there is agreement that participation in extra-curricular activities offers many positive opportunities for students, it is recommended that a strong academic core be established and that the effectiveness of extra-curricular activities be carefully evaluated at the local level. It is further recommended that local boards work with the Utah High School Activities Association and its Legislative Counsel to re-examine extra-curricular programs, giving critical consideration to such areas as length of season for various sports, regulations covering maximum physical conditioning prior to participation, out-of-state and in-state travel, number of games or events, rescheduling, costs, etc.

3. A Statewide Evaluation of Programs

A statewide, systematic examination of out-of-class activities should be made so that an equality of participation be available for all interested students. This not to say that programs for gifted students in a variety of areas should not be fostered and supported.

E. Question: Are the National Committee on Excellence's recommendations for graduation requirements appropriate for Utah?

The graduation requirements recommended by the National Committee on Excellence are appropriate for the college-bound student; however, further elaboration is needed to broaden the total perspective. For example, specifics for students who will enter the area of high technology and the job market need to be addressed.

SUMMARY OF RELEVANT RESEARCH RELATED TO THE QUESTIONS

"Secondary Public Schools in America,"
Philip Cusick, Michigan State University

"State High School Graduation Requirements,"
State Program of Studies in Secondary Schools, Utah State Board of Education

Community Opinions on Education
Utah Congress of Parents and Teachers Survey

"Pursuing Excellence"
A Report of 1982-83 - Salt Lake City School District

A Nation at Risk
David P. Gardner, President, University of Utah

Action for Excellence
Education Commission of the States, February, 1983

Academic Preparation for College: What Students Need to Know and Be Able to Do
The College Board, New York, 1983

Utah Educational Quality Indicators
Utah State Office of Education, 1983

"Carnegie Report on High Schools"
Education Daily, September 16, 1983

"Guidelines for Elementary Education in Utah"
Utah State Office of Education

Educational Excellence
A Prospectus, Utah State Office of Education, 1983

Educational Excellence
A Prospectus - Rational and Documentation,
Utah State Office of Education, 1983

High Technology Vocational Programs
American Vocational Association, 1983

Basic Skills in the U.S. Work Force, 1983

Master Plan for Addressing Eight Critical Issues Affecting Education in Utah in the '80s
Utah Systemwide Education Planning Commission, October 1981

"Almanac of National Reports"
National Association of Secondary School Principals,
August 1983

Report of the
Subcommittee on

HOW TIME IN SCHOOL CAN BE BETTER UTILIZED FOR PURPOSES OF INSTRUCTION

Utah Commission
on Educational Excellence

HOW TIME IN SCHOOL CAN BE BETTER UTILIZED FOR PURPOSES OF INSTRUCTION

Time is the most precious commodity of the teaching-learning process. Once used it can never be recaptured. The research evidence of the past 15 years suggests that the current approach to the utilization of classroom time has not been particularly effective.

The response to Sputnik was to redesign systems -- to redesign the curriculum of the total system, or at least of the school. Therefore, the focus of change became one of changing the structure of the curriculum, changing support materials, and redesigning the multiple aspects of the teaching-learning act. Team-teaching, flexible scheduling, programmed instruction, and many other designs were introduced. All of these illustrate the point of view that developed through that period of time.

The evidence of the past, which fundamentally says that we did not improve education through changing support materials and techniques, should be heeded very carefully. "There is growing suspicion that the much-touted reforms of the 1960s never occurred; they were, for the most part, non-events. In effect, we mostly talked about what education schools could and should be. But we did not actually carry out what we talked about in any broad-scale, sustained way." (What Schools Are For, by John I. Goodlad). We need to look at time in a different way. We must focus our attention on the processes that a teacher and a learner are involved in rather than on the support materials which assist in the learning process.

There is no one best teaching process, but there are many processes that have proven to be successful. Dr. John Goodlad makes a statement in his book, What Schools Are For, that illustrates this point. At the conclusion of his comprehensive, longitudinal study of schools in America, he says: "What teachers in Oak Creek Elementary think they should do probably is the most powerful determinant of what the children there actually do each day in the classroom."

Everyone involved in the educational process - teachers, principals, supervisors, central office staff, superintendents, board members, legislators, and PTA members should make every effort to protect every second of time that is available in a classroom. Conditions for effective learning must be the focus.

Principals at all levels must guard against interferences that would detract unnecessarily from the time spent between students and teachers in that process. It should become the goal of every administrator in the public school system to reduce the non-essential activities that detract from learning time. Announcements,

extra-curricular activities, athletic events, all those functions, which certainly have a place, must be analyzed carefully so that their value is put into proper perspective. Studies, which have looked at this aspect of the educational process, have pointed out clearly that schools, particularly secondary schools, have become so laden with interruptions that the process of learning is hindered. Certainly most aspects of the extra-curricular program of schools have value in what they attempt to accomplish, but in many cases, such activities have become out of balance.

This committee recommends that the emphasis of the next decade in the state of Utah be on a balanced educational program with priorities clearly stated. Administrators who have the responsibility for scheduling and allocating time should guard the limited time for teaching and learning.

SUMMARY OF RESEARCH RELATED TO INSTRUCTIONAL TIME

A recent report by the Task Force on Education for Economic Growth of the Education Commission of the States (1983), makes the following critical observations after a comprehensive review of the literature related to the use of time in the schools:

> Another priority related to curriculum improvement must be to increase instructional time in key academic subjects.
>
> The typical elementary school week comprises 25 instructional hours. During these 25 hours, only one hour of science is taught in many schools across the nation - and less than four hours of arithmetic.
>
> In most industrialized nations by contrast, ... the amount of classroom time devoted to core academic subjects is several times greater than the time spent in our schools. Students in these countries are introduced earlier than our peple to reading, mathematics, and science; they attend school longer each day and spend more days in school each year. (pp.28)

The 1983 report of the National Commission on Excellence in Education provides a similar perspective regarding the use of time in the schools:

> Evidence presented to the Commission demonstrates three disturbing facts about the use by American schools and students of time: (1) compared to other nations, American students spend much less time on school work; (2) time spent in the classroom and on homework is often used ineffectively; and (3) schools are not doing enough to help students develop either the study skills required to use time well or the willingness to spend more time on school work. (p. 21)

Beyond these general conclusions, there is a body of scientific literature dealing with the importance of time on task. The following is a brief synopsis of some of the key elements in that body of information.

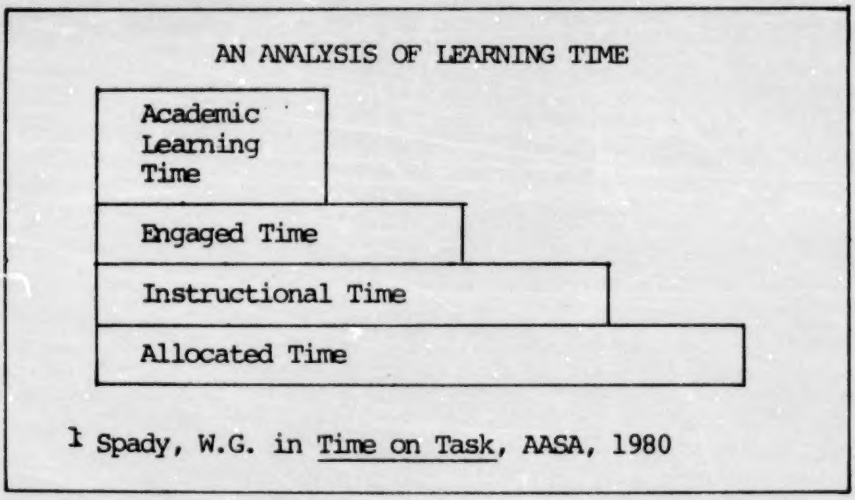
The analysis of time as an important instructional consideration is a relatively well established notion both in the research literature and from a common-sense point of view. Beginning with the work of Carroll (1963), Bloom (1976), and Wiley and Harnischfeger (1974), an important theoretical foundation was provided for a more exacting analysis of learning time as it might relate to student achievement.

This more intensive study came about as a central element in what has become known as the Beginning Teacher Evaluation Study (BTES). This was a six-year study which focused on key instructional characteristics which were related to the academic performance of second and fifth graders in reading and mathematics (Denham and Lieberman, 1980). The BTES research provides a rather clear explanation of how learning time should be analyzed and the relationship of learning time to academic performance in the grade levels noted.

Academic Learning Time (ALT) is the amount of time that a student spends actually engaged in a learning task which the student can perform with a high degree of success.

It is useful to distinguish between Academic Learning Time, which includes both the notion of a student being engaged in a task and a high rate of success, to other broader conceptualizations of learning time. Allocated Time is simply the amount of time which is designated by a school or teacher for a particular course or learning activity. Engaged Time is the amount of time a student is actively involved with the learning task. Academic Learning Time adds to these concepts the notion of the success rate of the student. Success rate deals with the difficulty for an individual student of a particular learning task. Thus, the concept of Academic Learning Time is " ... the amount of time students are actually engaged in, and experiencing success in, learning. Success, in these researchers' view is more likely when learning tasks are at appropriate levels of difficulty for students." (AASA, 1982)

The following diagram illustrates the relationship of allocated time, instructional time, engaged time, and academic learning time. What the diagram illustrates is that, while one hour may be allocated to teach mathematics in a particular class, perhaps only 45 minutes of this is used for actual instruction, and that a given student may be actively involved with the learning task for 30 minutes. If we look at the amount of the engaged time where the student is experiencing a high rate of success, this may be only 20 minutes. It is that 20 minutes which is defined as Academic Learning Time.



[1] Spady, W.G. in Time on Task, AASA, 1980

The most important evidence supporting the relationship of Academic Learning Time to academic achievement in the Beginning Teacher Evaluation Study (BTES). While this effort was one of the most extensive pieces of educational research in recent years, the evidence provided was still largely not of true experimental nature. That is, the methodology used in the study does not allow the conclusions that increased Academic Learning Time causes higher academic achievement. That conclusion must still await true experiments accomplished with rigorous designs. It should be noted, however, that the largely correlational evidence which does exist is consistent across different individual pieces of research and over time - a fact which does lend credibility to the relationships reported in studies such as the Beginning Teacher Evaluation Study.

Fisher, Berliner, Filby, Marliave, Cahen, and Dishaw (1980) have described the major findings of the Beginning Teacher Evaluation Study in terms of relationships observed between Academic Learning Time and student achievement. The following are some of their key observations:

- o The amount of time that teachers allocate to instruction in a particular curriculum content area is positively associated with student learning in that content area.
- o The proportion of allocated time that students are engaged is positively associated with learning.
- o The proportion of time that reading or mathematics tasks are performed with high success is positively associated with student learning.
- o The proportion of time that reading or mathematics tasks are performed with low success is negatively associated with student learning.
- o Increases in Academic Learning Time are not associated with nor negative attitudes toward mathematics, reading, or school. (pps. 15-18)

It should be noted that while these generalizations are limited to second and fifth grade mathematics and reading, such findings in other areas seem highly plausible. It should also be noted that Rutter (1979) has established similar relationships for secondary students between time-related variables such as homework accomplished by secondary students and academic performance. While the latter is not really parallel to the ALT findings, this limited secondary finding is still encouraging.

CONCLUSIONS

Based on an examination of national research and conditions in Utah, it is recommended that academic learning time should be increased in Utah public schools (time when students are highly attentive and experiencing success in learning).

Strong emphasis on creating large amounts of academic learning time and high academic expectations for students are key ingredients in a quality education. Specifically:

- o Administrators, teachers, students, and parents must all look at time as a precious commodity. In particular, administrators and teachers must be accountable for the use of time.

- o The interaction that takes place between the teacher and student is the most important factor in determining how a student learns in the classroom.

- o A primary role of school administrators is to ensure the most effective use of time available for teachers and students.

- o Utilization of time has several dimensions:

  a. Time is made available to teachers through the design of the curriculum. The curriculum is impacted by federal legislation, state legislation, state board, local board, state office, district office, school administration, faculty, and community expectations. These demands have often worked to decrease learning time in core subjects.

  b. Other dimensions of the use of time for learning include the proportion of a full 12-month year students are actually in school (9 months, 10 months, 11 months, etc.) and the amount of a day, week, or month devoted to instruction compared to extra-curricular and classroom and school management functions.

- o Knowledge of how students learn effectively is more important for the teacher in the use of time than the support materials of schools such as media, texts, etc. The support materials are useful, but without an understanding of the conditions needed for effective learning to take place, time is not used to the maximum. Factors such as setting a positive school climate, setting high academic expectations, and keeping students on task are critical.

- o Decisions affecting students and their learning are most effectively made at the level closest to them. Broad guidelines are necessary from federal and state levels. Decisions about specific details of the use of learning time are best made locally, with great involvement at the building and teacher levels.

RECOMMENDATIONS

1. The State Board of Education should set standards for a minimum amount of time in the school day and year to be allocated to the core (basic) educational subjects: reading, language arts, mathematics, science, social studies, related core subjects (and career-oriented vocational subjects for those who so choose). The State Board of Education should establish basic expectations for quality education as this applies to the use of time. Local districts and schools should, however, have control over implementing such basic expectations.

2. The Federal Government, the State Board of Education, the State Legislature, and school districts should examine and reduce the vast number of peripheral courses and requirements which have detracted from learning time in core subject areas over the past two decades. Such areas should be infused into the core curriculum where they are deemed critical. Emphasis should be placed on core academic subjects and more time must be devoted to them.

3. Local districts and schools with support from the State Office of Education should implement the strategies which have been identified in the "effective schools" research, especially as this pertains to increasing academic learning time (time where students are highly attentive and experiencing success in learning). Other aspects of the effective schools research which should receive attention include high academic expectations of students, providing rewards for achievement, effective classroom management, etc.

4. Teachers and schools should maximize the use of the existing 180-day school year within the state of Utah and enhance the learning time available within that 180 day framework. Great emphasis should be placed on a requirement that students should be in class a full 180 days. Holding to the standard of 180 time-on-task days is preferable to extending the school year. Teacher days will be necessary to complete grades, and records, etc. Graduation and report cards would occur after teaching

days.

While stress should be placed on fully utilizing the existing school day and school year, it is also recommended that the State Board of Education and local districts examine ideas such as lengthening the school year and the school day and implementing year-round school. The emphasis here should be on pilot studies with thorough evaluation of such studies. Other opportunities for increasing learning time which should also be implemented by districts and schools would include establishing a wider range of learning opportunities beyond the normal school day and school year with such mechanisms as community schools, expanded summer courses, and programs sponsored by business and industry.

5. Districts and schools should examine very carefully and eliminate the lost and unproductive periods of time which often occur before and after school holidays and at the beginning and end of school. Fridays should also be carefully scrutinized. Friday should be a full instructional day.

6. Districts and principals should relieve teachers of administrative duties such as clerical tasks, checking in books, and related activities. These tasks can often be performed by volunteer aides and should not encroach on the regular school day. The use of computers and other technology should be stressed in carrying out clerical tasks.

7. Each district, school, and teacher should examine carefully the amount, nature, and quality of homework currently being assigned. Decisions on assignment of homework should be based on the degree to which such homework is a crucial part of the overall learning experience which cannot be accommodated in the regular school day. Any homework assignment should be promptly evaluated with timely feedback provided to students.

DISTRACTIONS AND INTERRUPTIONS OF SCHOOL TIME
-A SUMMARY OF RESEARCH-

A recent report by the American Association of School Administrators entitled, Time on Task (1982), has identified several factors which tend to be disruptive and cut back on the amount of time available for instruction. These factors include:

- o Scheduled breaks, announcements, and special programs which decrease instructional time during the school day.
- o Programs that require students to leave their regular classrooms for any length of time can hinder time-on-task.
- o Discipline problems decrease teaching time.
- o Student absenteeism plays a critical role in decreasing

actual learning time for the students involved. Each time a student misses class, the teacher has to repeat the assignment and review any material covered while the student was absent.

- o Special programs mandated by various district, state, or Federal programs often cut into time allocated for core academic subjects.

Specifically, in the area of discipline, Wilbur Brookover and his colleagues (1982) have made these pertinent observations:

> The popular conception of our schools is that they are increasingly out of control. Violence, vandalism, and disrespect for authority are often highlighted as the major factors. While these factors contribute to the general disruption of schooling and, when present create situations that often imperil the safety and welfare of those involved, these serious acts are only one aspect of the overall discipline problem. We're not down playing the importance of these acts. Where a serious disruption exists, it must be dealt with. But, as Jones (1979) notes, "The major factor in school discipline is the continual, often trivial, undertone of inattention, talking, and interruption that occurs in most classes. The spectacular nature of more blatant offenses distorts our perceptions of their importance, compared to the seemingly innocuous misbehavior that is irritating but not dangerous (and consequently often ignored). It is, however, precisely these minor misbehaviors that create the greatest barrier to effective education: time spent misbehaving or goofing off is not spent in active learning."
>
> Jones ties these minor interruptions directly to time on task. In the average class, disruption results in 45-55 percent of time-off-task. The implication for the percentage of time-off-task in poorly managed classrooms is staggering. Considering that many schools in low income or urban areas have a "discipline problem." It is little wonder that achievement is low. Students in these schools are seldom on task!
>
> Furthermore, Jones and Canter and Canter (1976) both suggest that teacher stress and burnout are associated in large part with the energy drain of trying to manage and cope with continual disruption in the learning process, producing feelings of hopelessness about the possibility of effective instruction. (p. 175)

In the area of extra-curricular activities, a 1978 Utah State Office of Education study made the following observation on the participation of students in extra-curricular activities:

It is the opinion of the study committee that no one really knows the extent to which some individual students may be missing their regularly scheduled classes or utilizing out-of-school hours for student activities. There is considerable evidence that students are not being wisely counseled by either school people or parents regarding their participation in student activities. As a result, some students are participating excessively in student activities, and others who might be encouraged to, participate not at all. In the spirit of the move in the Utah public schools toward an individual education plan for each student, the study committee recommends that each school maintain a record of each student's participation in student activities just as it does for the scheduled classes and that, in the process of developing an individual plan for each student, a balanced student activity program be considered. (p. 4)

The report goes on to make the following observations about the influence of extra-curricular activities on academic time:

Every effort should be made to reduce the interruptions to scheduled classes. As far as possible, extra-class student activities should be held before or after school. Schools might make an arrangement such as a seven-period day with one period designated as a consultation and activity period. (p. 5)

CONCLUSIONS

Every effort should be made on the part of educators at all levels to decrease the distractions and factors which reduce learning time. An overall attack on these problems would include, but not be limited to, establishing explicit and demanding requirements in the areas of discipline, attendance, extra-curricular activities, and unnecessary interruptions during the school day.

Following are some specific recommendations related to this general observation:

1. The State Board of Education should require the use of the Student Educational Plan (SEP) as a way to encourage students, parents, and educators to examine (and limit if necessary) the amount of time extra-curricular activities are occupying in a given student's program. The SEP is currently mandated in the state graduation requirements and currently specifies that courses be identified for a student's program and a tentative career goal be established for each student. Additional training for teachers in implementing the SEP should be provided.

2. School districts should set standards which balance a student's opportunity to participate in extra-curricular

activities and maintain high levels of academic proficiency.

3. School districts and individual schools should require that, in so far as possible, extra-curricular activities are held either before or after school or on saturdays.

4. Each school, with input from administrators, teachers, parents, and students should establish a code of acceptable student behavior for all students which is enforced rigorously and consistently.

5. Each school should examine carefully the problems created by interruptions in the school day such as announcements, transition from one period to another, and scheduled breaks. Every effort should be made to decrease such interruptions. It is specifically recommended that all school-wide announcements be placed in a limited period of time at the beginning of the school day.

IMPLEMENTATION

The following specific implementation steps are meant to be representative of the kinds of actions which educators at all levels might take in implementing the recommendations dealing with the use of time in the public schools. Certainly this is not an exhaustive list of implementation ideas, but it does represent a starting point. Each of the specified groups shown below are urged to examine these implementation steps as well as any others in other capacities.

1. Prior to the 1984-85 school year, the State Board of Education should establish new graduation requirements which include the following provisions:

   a. Standards should be specified calling for a substantial percentage of a student's academic year to be devoted to basic subject areas as defined in the curriculum recommendations section of this report.

   b. The Student Educational Plan (SEP) which is already a part of the existing graduation requirements, should be expanded and specify that no student program be approved without the basic subject requirements met, and that excessive extra-curricular and non-core subject activities be stricken from an individual student's program of studies.

   c. A requirement should be written into the graduation requirements which calls for parents, students, and a representative of the school to approve a student's educational plan before that plan is considered functional.

2. The state's colleges and universities should structure entrance requirements in view of the student curriculum expectations detailed in this report.

3. All levels of the educational system, including the Federal Government, the State Board of Education, the State Legislature, and school districts, should establish mechanisms including review panels to examine and eliminate peripheral courses and requirements and encourage infusion of beneficial aspects of these areas into the core curriculum.

4. By school year 1984-85, teacher preparation institutions should institute into their existing course offerings a strong emphasis on equipping teachers with the skills identified in the "Effective Schools" research.

5. By the end of 1983, the State Office of Education should publish a compendium which describes the state of the art in the "Effective Schools" research and identifies implications for implementation at the district and school levels. Stress should be placed on the research relating to increasing academic learning time, setting high academic expectations of students, and providing rewards for achievement (such as specific praise for work which is well done, displays of excellent work, academic award assemblies, etc.).

6. School districts and individual schools should establish "school improvement teams" to analyze educational reform possibilities and establish local action plans to maximize academic learning time. Some suggested functions for the school improvement teams would include:

   a. Profiling the characteristics of a particular school using instruments which measure how well the school is implementing the critical elements which make schools effective (an example of such an instrument would be the "Indicators of Quality Schools" developed in Colorado).

   b. Analysis of factors which disrupt the effective use of time for student learning such as excessive extracurricular activities, attendance problems, and discipline problems.

7. Districts and schools should establish a system of community-based educational planning wherein educators and the public, as well as students, could contribute to broad-based planning which could address such areas as district graduation requirements, codes of behavior, increased use of volunteers in the schools, and attendance policies.

8. The State Board of Education should set a specific grade point average (no lower than 2.0) and require districts to

withhold the privilege of participation in extra-curricular activities for students failing to meet at least this level of academic proficiency.

9. The State Legislature and the State Board of Education should fund at an accelerated rate pilot programs to test innovative approaches to using school time (such as lengthening the school year or school day and implementing year-round school).

APPENDICES

Appendix A
BRINGING ABOUT CHANGE IN THE PUBLIC SCHOOLS

BRINGING ABOUT CHANGE IN THE PUBLIC SCHOOLS

by
Curtis Van Alfen

The purpose of this section is to set forth a proposition on how we might implement the improvements of the future. In order to get a perspective of what ought to be, we must look to the lessons of the past.

The 60s and early 70s were characterized by feverish innovation and change. No other period in the history of education has experienced such dramatic and varied approaches to improving education. Team teaching, non-gradedness, individualized instruction, teaching machines, programmed instruction, T.V., and many other approaches were spawned during this era.

State and national initiatives were varied and profuse. Private foundations poured millions of dollars into the change efforts. The results of the major efforts are summarized in the following:

> In 1972, after an investment of 30.6 million dollars in 25 states over a period of 10 years, the Ford Foundation reported in A Foundation Goes to School, "the Ford Foundation is sadder and wiser. Its key educators learned relatively little about what would work in improving our schools, but they learned a good deal about what would not. The report is an absorbing study of the anatomy of failure."
>
> Goodlad in his recent report states, "Yet there is growing suspicion that the much touted reforms of the 1960s never occurred; they were for the most part, non-events."
>
> In 1968 a statement was made in the Strategies For Educational Change Newsletter published at Ohio State that has become almost prophetic:
>
> > "The fact is, changes which have focused on manipulation of variables, such as modification of organizational factors, subject matter factors, and presentation factors, have typically not helped children learn more, better, or faster than the conventional approaches, even though the proponents have been enthusiastic and effective in securing adherents to their curriculum cause."
> >
> > "The point is, even though many changes in education are legally possible, economically practical, administratively feasible, publicly acceptable, and experimentally defensible, they are not admissible, psychologically, into certain teachers' minds."

The current research in educational change for instructional improvement identifies attitude as the key factor. As stated in the Ohio State document, until a teacher develops or admits the point of view into his or her mind it won't be applied.

As we look to the future then we need to move from the activities of the past two decades to a new emphasis. In the past we have emphasized organizational factors, subject matter factors and presentation factors. If we are to make an impact in the future we must focus on perceptual factors.

Combs makes this statement:

> "... if we can understand how a person is perceiving right now, we may be able to help him change his behavior even if we do not know how he got this way. That is, if human behavior is a function of perception and if perception exists in the present, then it should be possible to change behavior if we can change present perceptions. This opens vast new possibilities for education."

There are several perceptions that need to be changed.

1. The role perception of the principal needs to change from manager to instructional leader. As wilson Riles says, "Where I've seen a good principal, I've invariably seen a good school; and where I've seen a weak principal, I've seen a weak school."

   The leadership role in education becomes the number one factor for the decade ahead. Educational leaders must emerge who are truly instructional-process oriented. The management point of view must give way to instructional leadership.

2. We must recognize that the impact of the future does not rest with state or federal agencies. The historical perspective show that this has failed. Carl Marburger, National Committee for Citizens in Education states:

   "Whatever happens to reshape schooling must take place where the child is, where the parent/citizen concern exists, and where the teachers and principal can demonstrate their caring - at the individual school."

   The cherished principle of local control must be reestablished. Responsibility must be placed back at the school level for quality education. As Goodlad says:

   "What teachers in Oak Creek Elementary think they

should do probably is the most powerful determinant of what the children there actually do each day in the classroom."

3. Given the previous two statements, the third is to recognize that as the teacher perceives his or her role, so will the instruction be in his or her classroom.

The effort of the future should be to establish congruence of perception among the parties involved in the education of children in the local school. Goodlad points out, "It soon becomes apparent that policy makers, educators, parents, and others have no basic agreements on where to focus their efforts."

What is perceived as right for one school is not necessarily right for another. Educational leaders must conduct an ongoing dialogue among patrons, faculty and others as needed to determine first what education is, as well as what education is for. Congruence on these perceptions is essential for a quality program. Unless control is placed on a more localized level, responsibility for what happens in the school will continue to be passed off to some unknown someone up the line of authority.

It is evident that future changes in education will come more from a change of attitude than a manipulation oriented approach.

A Michigan State study points out the factors that accounted for over 50 percent of the growth in student achievement was the climate of positive growth created by faculty attitude, therefore influencing student attitude.

In summary: An instructional leader is the key to improving schools through changes in the learning environment. It is the instructional leaders role to see that the learning climate is characterized by an understanding of what education is and what it is for. Additionally, it must be characterized by a positive set of beliefs, expectations, and practices that clearly communicate to staff and students alike that the school will have high achievement and that staff members collectively accept responsibility to that end.

The district office can play a direct role in this change. State departments and federal agencies must move to a supportive role rather than a directive role.

In the final analysis educators on the local level must take the lead. A new commitment must be established. The very product of efforts, ideas and thoughts must become the vehicle to accomplish the challenges of the future.

UTAH STATE BOARD OF EDUCATION
UTAH STATE BOARD FOR VOCATIONAL EDUCATION
UTAH COMMISSION ON EDUCATIONAL EXCELLENCE
RECOMMENDATIONS

1. Create an incentive program for teachers which will attract and hold superior teachers. This involves not only better monetary rewards but increased mobility in terms of expectations, responsibility and compensation.

2. Establish procedures which will involve teachers more directly and more aggressively in school and classroom administration, in the improvement of their profession, and in community affairs.

3. Implement a three-step opportunity ladder for teachers to include "Apprentice Teacher," Professional Teacher," and "Teacher Leader/ Master Teacher" with appropriate responsibilities and rewards at each level.

4. Form a stronger and more interactive working relationship between school districts and colleges of education so that the teacher training process is a combined responsibility of both organizations.

5. Develop a teacher evaluation process in which districts consider at least five input sources: the peer group, the principal, the students, workload, and other performance criteria.

6. Revise the Utah Teaching Scholarship Program by strengthening requirements in order to raise the academic level of scholarship recipients.

7. Add to the Utah Teaching Scholarship Program components which will (a) encourage non-teaching professionals to transfer into the teaching profession, and (b) encourage qualified students to seek teaching careers in the fields of science and mathematics.

8. Enact a statute which defines "in loco parentis" rights and duties, and which strengthens the capability of the Professional Practices Commission to deal with discipline-caused problems.

9. Institute a system of tax credits (as opposed to tax deductions) for the purpose of encouraging business and industry to increase contributions to education.

10. Review teacher certification and recertification requirements in the State with the goal of revising those requirements.

11. Investigate the relationships between higher education and public education for the purpose of improving coordination between those two functions.

12. Increase the proportion of time spent on academic learning in relation to time spent in class and in school. (This should occur before consideration is given to expanding the school day or the school year. However, pilot studies concerning the extension of the school day and/or year are encouraged.)

13. Reduce or eliminate excessive interruptions during the school day, such as announcements, administrative detail work, and extracurricular activities.

14. Concentrate on core curriculum, including setting a minimum amount of time during the day and year which must be allocated to core educational subjects: reading, language arts, mathematics, science, social studies, and related core subjects.

15. Implement strategies disclosed in the "effective schools" and other research to increase academic learning time.

16. Search for and eliminate unproductive time periods; i.e., before and after holidays, opening and closing of school year, Fridays, etc. (Friday should be a full instructional day.)

17. Relieve teachers of administrative duties and clerical tasks through the use of volunteers, computers, and other technologies.

18. Examine the quality and quantity of homework within the criterion of its value as a crucial part of the overall learning experience.

19. Require the use of the Student Educational Plan (SEP) with full participation of students, parents, and teachers. Include in the SEP the amount of time devoted to extracurricular activities.

20. Set reasonable academic standards which students must meet before participating in extracurricular activities.

21. Encourage schools and school districts to schedule extracurricular activities outside school hours.

22. Encourage schools to establish and enforce more stringent standards of student discipline and behavior.

23. Identify and establish revised curriculum standards, guidelines, and expected educational outcomes for elementary and secondary schools in the State. Programs for implementing and meeting such standards should remain the responsibility of local school boards.

24. Provide sufficient curriculum options above and beyond the basic core for students interested in a wide variety of career options as college education, high technology specialization, advanced vocational training, job entry after high school, and sheltered workshops.

25. Include in education curricula additional emphasis on so-called "higher level thinking skills." Opportunities for developing such skills are especially applicable to social studies, humanities, and the arts.